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THE COMMONWEALTH OF MASSACHUSETTS

PORT OF BOSTON AUTHORITY

COMMISSIONERS OF THE PORT

James R. Nolen, Chairman

John J. DelMonte

John F. Fitzgerald

L. U. Edgehill

Gerald Henderson

SECOND ANNUAL REPORT

December 31, 1946

**PORT OF BOSTON
AUTHORITY
BOARD**

**DIRECTOR
ASSISTANT**

**TRAFFIC
DIV.**

**PROMOTION
and
SOLICITATION**

**DEVELOPMENT
and
PLANNING**

**INDUSTRIAL
RELATIONS
(LABOR)**

**PUBLIC
RELATIONS
(Historical)**

**LEGISLATIVE
and
LIAISON**

**ADMINISTRATION
PERSONNEL
and
STATISTICS**

**FISCAL,
DISBURSEMENT,
BUDGET
DIV.**

**REAL ESTATE
AND
INSURANCE
DIV.**

**LAW
AND
LEGAL
DIV.**

ENGINEERING DIV.

**ARCHITECTURAL
PLANNING
DESIGN**

**CONSTRUCTION
and
INSPECTION
BRANCH**

**LICENSES,
PERMITS,
REAL ESTATE,
INVESTIGATIONS
and SURVEYS
BRANCH**

**PASSENGER
and
CARGO
BRANCH**

**MAINE
FACILITIES
MAINTENANCE
BRANCH**

**PIER FACILITIES
and EQUIPMENT
BRANCH**

OPERATIONS DIV.

The Port of Boston Authority was established by Chapter 619 of the Acts of 1945, which amended Chapter six of the General Laws, and further amended the General Laws by inserting Chapter 91-A, and which was approved on July 17, 1945.

The Authority was activated on October 8, 1945, with the completion of qualification of its members as provided by Section 11 of Chapter 619 of the Acts of 1945 and assumed its duties with the following members:

Henry J. Nichols, Chairman

John J. DelMonte

John F. Fitzgerald

L. U. Edgehill

James R. Nolen

On May 22, 1946, Chairman Henry J. Nichols resigned and was replaced as chairman by Hon. James R. Nolen and as a member of the Authority by Gerald Henderson, of Wayland, by action of His Excellency, the Governor, confirmed by the Executive Council on May 22, 1946.

BROAD POLICY - The Members of the Authority at their early meetings outlined the broad policy they intend to follow in carrying out the duties imposed by the Great and General Court.

The Authority determined that a programme utilizing existing, if inadequate, facilities must be initiated at once to increase the business of the Port; that it should acquire for ownership and control by the Commonwealth as many ocean

shipping facilities as feasible; to build new modern piers and to restore and rehabilitate existing structures to facilitate the handling of cargo with a consequent reduction in costs; to place such facilities in the hands of competent terminal operators rather than to have the Commonwealth undertake their operation; to improve the use of lands owned by the Commonwealth and under the jurisdiction of the Authority, but only under the most unusual circumstances to permit the sale of such lands; to encourage the development of private industry along the waterfront by following a firm policy in execution of leases and permits for the use of property under its control so that it shall be preserved for industries which will aid in building up the business of the Port; to execute no leases without due regard to securing a fair rental return for the Commonwealth; to review all leases and permits granted by its predecessors and renegotiate those found to be on terms unfavorable to the Commonwealth; during the next two years to complete the construction of an ocean terminal on the site of the Hoosac Tunnel Docks, Charlestown, demolished in 1941 and to proceed with the reconstruction of the Mystic Docks, Charlestown; and to prepare plans in line with the firm offers received from operators which indicate that in the next few years it will be found necessary to construct additional piers.

ORGANIZATION

Although the Authority was activated on October 8, 1945, with qualification of its full membership, it was not until after July 1, 1946, when the appropriations for the fiscal year 1946-47 became available that it was able to establish and staff

completely the organization it had outlined as necessary to carry out its duties and functions.

Prior to July 1, the Authority, although vested with far broader powers and with greater responsibilities than its predecessor, the Boston Port Authority, found it necessary to conduct its activities with a staff no larger than that at the disposal of the former board.

Although all responsibility for the Port, including that of the Waterways Division of the Department of Public Works insofar as it pertained to the Port, fell upon the Authority immediately upon passage of the creating act, there were at that time but six employees available to undertake the increased duties.

At the opening meeting of the Authority, plans were made for the establishment of the Traffic Division, the Public Relations Division, and the Fiscal Division. An organizational outline was prepared and an estimate of personnel necessary to staff the divisions was made for submission to the General Court at its 1946 session. When the new appropriation became available on July 1, the Authority proceeded to fill out the organization it had outlined by the establishment of the Engineering, Operations, Administrative, Industrial Relations, Personnel & Statistical Division and Promotion and Solicitation Divisions; created the Architectural Planning and Design, Construction and Inspection and Licenses, Permits, Real Estate Investigations and Surveys branches of the Engineering Division; and the Passenger and Cargo, Marine Facilities Maintenance and Pier Facilities and Equipment branches of the Operations Division.

The Traffic Division, activated on November 27, 1945, was established to act as Traffic Manager for the Authority and to provide technical transportation information for the Authority, the Director and the Promotion and Solicitation Division.

The Public Relations Division, activated on January 7, 1946, was assigned to furnish information on the activities of the Authority to the public through newspapers, magazines, radio broadcasts and other mediums and to maintain historical reports of the Authority.

The Administration, Personnel and Statistical Division was activated on August 15, 1946 to supervise handling of mail and records; to maintain files; to review all requisitions submitted for office furniture, equipment and supplies, and to maintain the latter at a proper level; to arrange for required reproduction and duplicating services; to process personnel authorization requests and handle all matters pertaining to personnel.

The Industrial Relations Division, activated on August 15, 1946 was established to act as the representative of the Authority in matters pertaining to labor relations; to promote a feeling of good will and sound business policies among labor representatives, steamship operators and contracting stevedores; and to investigate matters pertaining to conditions of employment and related labor problems affecting the Port of Boston.

The Engineering Division was activated on August 23, 1946 to assume responsibility for technical engineering and architectural planning and design of all projects involving the piers, terminals, structures, facilities, equipment and channels

controlled or operated by the Authority; to make surveys for the construction and protection of all channels, docks, waterways and shore protection within the area of the Port not under the control of the United States Government; to coordinate with all divisions for safety and accident prevention programs; prepare data and specifications and supervise and inspect construction on all new or major rehabilitation projects under contract; to maintain a field and office force for examination, surveys, inspection, planning, designing and production of finished plans; to conduct hearings and maintain records on leases, permits, licenses, service orders, contracts and agreements; to supervise real estate owned, controlled or leased by the Port of Boston Authority.

The Operations Division was established on September 1, 1946 to bring into one section the branches responsible for maintaining, equipping and supervising piers and terminals under the jurisdiction of the Authority; to operate terminal facilities; to arrange vessel berthing programs; to direct the arrangements for safety of passengers, cargo and personnel at terminals; to police the piers and open storage spaces under the Authority's control; to prepare invoices covering service and accessorial charges applicable against cargo and vessel received or discharged from vessels berthing or docking at facilities controlled by the Authority; to obtain, operate and maintain automotive, mechanized and heavy lift materials handling equipment which is the property of the Authority; to maintain a complete perpetual inventory of all furniture, equipment, office supplies, marine equipment, tools and terminal equipment; to maintain complete statistical records

of all activities including labor, equipment, marine facilities, collection of service and accessorial charges, cargo and passenger activities; through its Passenger and Cargo Branch to provide wharfinger service, including berthing of ships, allocation of space to cargo and passengers on the pier; through its Marine Facilities Maintenance Branch to have complete knowledge of soundings in channel and slips at all piers and maintain liaison with carriers serving piers to permit development of service and improvement of facilities to expedite deliveries of cargo; through its Piers, Facilities and Equipment Branch to provide proper maintenance of aprons, fender logs, cargo doors, gangways, portable booths, lights, power and water service; to inspect and maintain spur tracks, railroad switches and approaches to highways; to keep up protective covering of walls, woodwork and portable wooden equipment.

The Promotion and Solicitation Division was established as a separate entity on November 19, 1946 to act as a field representative of the Authority to promote and sell the services and facilities of the Port; to furnish information to the public on terminals, facilities, rates, regulations and services to, through and from the Port of Boston; to survey and determine the requirements of shippers and receivers of goods and assist them in understanding the advantages of the Port; to cooperate and maintain liaison with business interests, transportation and shipping firms and to suggest and recommend to vessel operators assignment of additional or improved service to and from the Port.

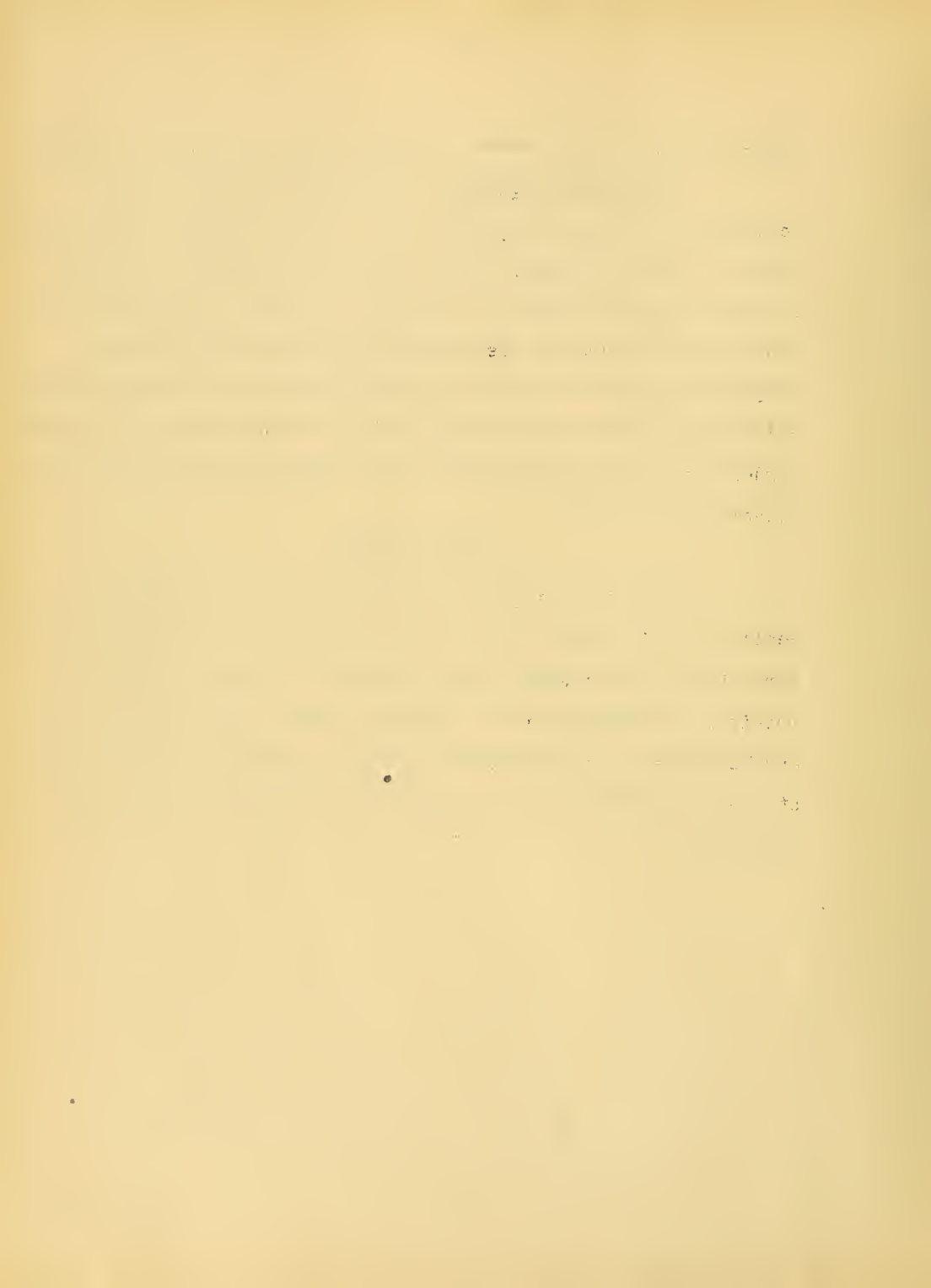
(The Authority early recognized the necessity for promotional activity of this type and carried it on through its Traffic Division from its inception despite the fact that personnel for

solicitation did not become available until after July 1, 1946.)

The Fiscal Division, with limited personnel, was activated on February 15, 1946, but it was not until after July 1, when the new fiscal year began and appropriations for staffing it became available that it was able to expand its activity to take over its complete assignment and carry out all fiscal, budgetary, disbursing and accounting activities of the Authority, collection of fees and charges due the Commonwealth for services rendered and rents for lands of the Commonwealth under lease to private individuals.

FISCAL REPORT

The fiscal report of the Authority, as provided in Section 1, of Chapter 91-A of the General Laws, which states in part, "said report shall contain detailed information of all receipts and expenditures, including prices paid for land, and any buildings or improvements thereon, contracts for construction of pier facilities and for the leasing thereof", is herewith appended:



PORT OF BOSTON AUTHORITY

STATEMENT - NOVEMBER 30, 1946

Account No.	Account Name	Appropriation	Allocation	Expenditure	Cash Balance	Encumbrances	Unencumbered Balance	Unallotted Balance	Unenc & Unall Balance
Dredging & Filling									
3150-41-31	Contracts		216,995.00	70,237.80	146,757.20	24,366.16	122,391.04		
3150-41-21	Expenses		5,120.00	85.70	5,104.30		5,104.30		
		244,999.50	222,185.00	70,323.50	151,861.50	24,366.16	127,495.34	22,814.50	150,309.84
	Town River, Quincy, Dredging	15,000.00						15,000.00	15,000.00
	City of Quincy	40,000.00						40,000.00	40,000.00

PORT OF LOS ANGELES
Summary of Pier 5 Revenue
November 30, 1946

	Previous Year	August	September	October	November	To Date
Dockage, lying-at-berth	334.15			450.00		450.00
Dockage, Inward	3,470.85	2,663.00	1,287.30	1,432.60	2,094.00	7,476.90
Dockage, Outward	1,607.30	387.05	1,348.00	1,288.10	235.70	3,258.85
Gangways, Use of		30.00				30.00
Light	1,064.68	325.28	537.18	\$14.81	436.51	1,363.78
Locker		1,300.00	600.00	400.00	500.00	2,800.00
Passenger	233.75	303.50		2.00	5.00	310.50
Portable Office		90.00				90.00
Rent	217,298.46			50.00	50.00	100.00
Water	827.24	160.00	180.00	360.00	166.84	866.04
Wharfage, Inward	13,442.40	9,542.51	2,262.98	11,152.75	2,333.76	25,359.00
Wharfage, Outward	6,304.42	6,378.80	3,267.69	1,904.59	807.94	12,359.02
Wharf Storage	1,982.00	2,713.25	182.38	13.09	3,232.65	6,421.37
	\$216,265.25	\$23,893.39	\$9,645.53	\$17,567.94	\$9,918.40	\$61,085.26

PORT OF BOSTON AUTHORITY
STATEMENT - November 30, 1946

Account No.	Account Name	Appropriation	Allocation	Expenditures	Balance	Encumbrances	Unencumbered Balance	Unallotted Balance	Unenc. & Unall. Balance
					Cash				
3140-01-01	Personal Services, Boston		85,250.00	45,483.55	39,766.45	17,963.74	21,802.71		
02	Personal Services, Chicago		2,125.00		2,125.00		2,125.00		
03	Personal Services, New York		4,250.00	2,800.00	1,450.00	725.00	725.00		
04	Personal Services Washington		4,250.00	2,683.87	1,566.13	725.00	841.13		
05	Engineer, Consult. Serving Boston		50,000.00		50,000.00		50,000.00		
21	Expenses, Boston		83,376.00	18,958.41	64,417.59	5,717.41	58,700.18		
22	Expenses, Chicago		3,416.00		3,416.00	83.40	3,332.60		
23	Expenses, New York		3,416.00	1,006.47	2,409.53	250.00	2,159.53		
24	Expenses, Washington		2,708.00	743.01	1,964.99	263.40	1,701.59		
31	Equipment		35,000.00		35,000.00		35,000.00		
	Total	500,000.00	273,791.00	71,675.31	202,115.69	25,727.95	176,387.74	226,209.00	402,596.74
	Liabilities	190.77	190.77	190.77					

PORT OF NEWTON AUTHORITY
November 30, 1946
SHEET SIXTY

Account No.	Account Name	Appropriation	Allotment	Expenditures	Cash Balance	encumbrances	Unencumbered Balance	Unallotted Balance	Unencumbered and Unallotted Balance
3140-01	Personal Services and Expenses	500,000.00	273,791.00	71,675.31	202,115.69	25,727.95	176,387.74	226,209.00	402,596.74
3150-01	Personal Services, Expenses, Equipment, and Contracts.	400,000.00	216,500.00	74,623.23	141,876.77	96,149.77	45,727.00	183,500.00	229,227.00
3150-31	Dredg. & Filling	244,999.50	222,185.00	70,323.50	151,861.50	24,366.16	127,495.34	22,814.50	150,309.84
3150-42	Town River, Quincy, Dredging	15,000.00						15,000.00	15,000.00
3150-43	City of Quincy	40,000.00						40,000.00	40,000.00
		1,199,999.50	712,476.00	216,622.04	495,853.96	146,243.88	349,610.08	487,523.50	837,133.58
	Liabilities	190.77	190.77	190.77					
		1,200,190.27	712,666.77	216,812.81					

PORT OF BOSTON AUTHORITY
STATEMENT - November 30, 1946

Account No.	Account Name	Appropriation	Allotment	Expenditures	Cash Balance	Encumbrances	Unenc. Bal.	Unal. Bal.	Unenc. & Unall. Balance
3150-01-01	Personal Services Comm. Pier 5		55,500.00	35,856.19	19,643.81	13,042.15	6,601.66		
02	Personal Services Castle Island		44,000.00	29,644.67	14,355.33	8,601.68	5,753.65		
03	Eng. & Consult. Serv. Commonwealth Pier 5		1,000.00		1,000.00		1,000.00		
04	Eng. & Consult. Serv. Castle Island		1,000.00		1,000.00		1,000.00		
21	Expenses, Comm. Pier 5		40,245.90	7,949.86	32,296.04	23,526.14	8,769.90		
22	Expenses, Castle Island		7,500.00	609.50	6,890.50	96.40	6,794.10		
31	Equipment, Comm. Pier 5		31,000.00		31,000.00	14,623.15	16,376.85		
32	Contracts		36,254.10	563.01	35,691.09	36,260.25	569.16	0.00	
	Total	400,000.00	216,500.00	74,623.23	141,876.77	96,249.77	45,727.00	183,500.00	229,227.00

PORT OF BOSTON AUTHORITY
Summary of Revenue
November 30, 1946

	Previous Year	August	September	October	November	To Date
Commonwealth Pier 1	\$ 1.00					
Commonwealth Pier 5	246,265.25	\$23,893.39	\$9,645.53	\$17,567.94	9,918.40	\$61,025.26
Certified Copying Fees		6.00	1.00	2.00	—	9.00
License Charges	34,601.75			750.00	1,000.00	1,750.00
Pay Station Receipts	72.25	39.52	23.01	45.22	37.10	144.85
Rentals	189,926.56	21,099.79	3,936.50	33,690.51	3,396.50	62,123.30
		5.00				5.00
Sales of Equipment	\$470,866.81	\$45,043.70	\$13,606.04	\$52,055.67	\$14,352.00	\$125,057.41

CONSTRUCTION PROJECTS

Alterations and Repairs to the Offices and Building, Commonwealth Pier No. 5, South Boston.

Because of the inadequacy of its quarters at the Custom House, the Authority decided to establish offices at Commonwealth Pier No. 5, South Boston, which required repairs to the roof, new partitions, lighting, painting and cleaning. To date, five contracts have been let for necessary alterations and repairs, namely

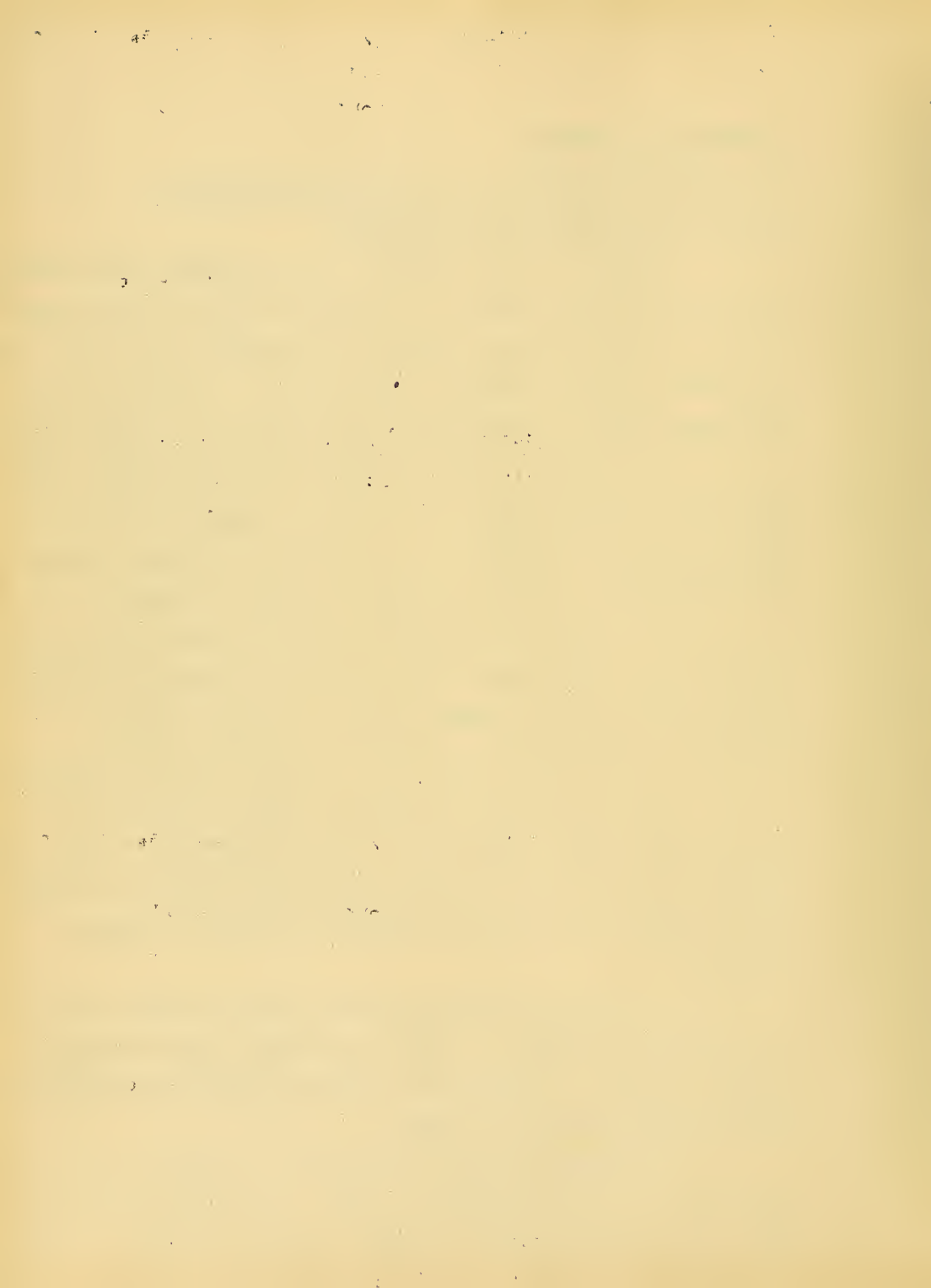
1. Repairs to the roof, skylights and flashing, Contract No. 9, dated September 24, 1946, was awarded to the low bidder, Burgess and Blacher Co., 18 Eustis St., Boston, in the sum of \$3,085.00. Work was started on October 10, 1946.

2. Caulking and repairs to the steel sash at the Pier, Contract No. 6, dated September 23, 1946, was awarded to the low bidder, Boston Screen and Sash Company, 91 Mystic Street, Arlington, in the sum of \$3,315.00. Work was started September 30

3. New partitions and Miscellaneous alterations to offices at the Pier, Contract No. 7, dated September 23, 1946, was awarded to the low bidder, Volpe Construction Company, 54 Eastern Avenue, Malden, in the sum of \$13,900.00. Work was started October 1.

4. Painting and appurtenant work at the Pier, Contract No. 10, dated September 30, 1946, was awarded to the low bidder, Joseph G. Gazzola, 17 Belmont St., Newton, in the sum of \$6,400.00. Work was started October 15, 1946.

5. Electric wiring and lighting to offices at the Pier, Contract No. 12, dated October 28, 1946, was awarded to the low bidder, James Wilkinson Co., 128 Oliver Street, Boston,



in the sum of \$4,065.00. Work was started October 25, 1946.

The Port of Boston Authority has moved into its new offices at Commonwealth Pier No. 5.

DREDGING -- QUINCY BAY

A contract was made on June 13, 1946, with the Bay State Dredging and Contracting Company for dredging a channel approximately 80 feet wide and 2,600 feet long to a depth of 6 feet at a mean low water and dredging a basin approximately 125 feet wide and 660 feet long at a depth of 8 feet at mean low water in Quincy Bay at the following contract prices: for dredging and disposing of approximately 84,000 c.y. of dredged material, 79.3 cents per cubic yard, scow measurements; for removing and disposing of boulders, \$25. per cu. yd. This work started July 18, was completed October 30, 1946, at a contract cost of \$66,862.00. The final estimate has not been completed.

The cost for inspection and engineering work performed by Fay, Spofford and Thorndike, 11 Beacon Street, Boston is approximately \$6,528.25, for this project pending final estimate.

WEYMOUTH FORE RIVER

A contract was made on June 27, 1946, with the North Atlantic Dredging Company for dredging a channel varying in width from 50 feet to 100 feet and approximately 2,400 feet long to a depth of 6 feet at mean low water in Weymouth Fore River at the following contract prices: for dredging and disposing of 25,687 c.y. of dredged material, \$1.08 per cubic yard, measured in place; for removing and disposing of boulders, \$25.00 per cubic yard. This work was completed August 8, 1946, at a contract cost of \$27,741.96.

The cost for engineering work performed by Fay, Spofford and Thorndike is \$1,941.94. The Engineering Division of the Port of Boston Authority was not established until a later date; therefore, it was necessary to employ outside engineering services.

DREDGING THE CHANNEL IN MALDEN RIVER

The channel in Malden River has shoaled badly causing considerable difficulty for barges and tugs to navigate the river to industrial interests along the river. The Port of Boston Authority decided to remedy this condition by letting a contract for dredging the channel. A contract was made on October 11, 1946, with the Bay State Dredging and Contracting Company for dredging a channel approximately 90 feet in width and 6,200 feet long to a depth of 8 feet at mean low water in Malden River at the following contract prices: the dredging and disposing of 85,000 cu. yd. of dredging material at \$1.12 per cu. yd. scow measurement; for removing and disposing of 10 cu. yds. of boulders at \$30. per cu. yd., making a total for the entire project of \$95,500. Work was started on October 28th and completion is expected by February.

The engineering firm of Fay, Spofford and Thorndike completed the engineering work for this project prior to the establishment of the engineering division of the Authority, and for the work performed by said company, the engineering fee will be approximately \$6,685.00. The inspection of this work is being performed by the Authority's own Inspectors.

REPAIRS TO STONY BEACH SEA WALL IN HULL

In April, 1946, the Authority decided to engage the engineering firm of Fay, Spofford and Thorndike to make a survey and the plans for necessary repairs to the Stony Beach Sea Wall

in Hull. Numerous complaints on the condition of the sea wall were received by the Authority from abutting property owners. The project was advertised for bidders to repair the sea wall by means of pneumatically placed cement mortar and the cutting of drain holes through the wall. Two bids were received which exceeded the engineers' estimate and funds available. The Commissioners decided to reject all bids and readvertise the project in the spring of 1947 on the basis of a project of smaller scope to keep within funds available and construction then would be done during more favorable weather conditions. The engineering cost on the project was \$1,400.00.

DREDGING MOORING BASIN IN TOWN RIVER IN THE CITY OF QUINCY

In accordance with Chapter 449 of the Acts of 1946, the Port of Boston Authority was authorized and directed to dredge a mooring basin in Town River in the City of Quincy. For said purposes, the Authority may expend not exceeding in the aggregate \$30,000.00, of which one-half shall be paid by the Commonwealth and one-half shall be contributed by the city of Quincy.

The Engineering Division of the Authority in August made the preliminary survey for the proposed mooring basin in the area stipulated by the Act and a meeting was held with interested parties and officials of the City of Quincy for their comments as to the layout. The layout was satisfactory to all parties concerned and immediately a hydrographic survey was started for contract plans and specifications. The contract plans and specifications are now completed and awaiting the contribution of funds from the City of Quincy, before proceeding with advertisement for bidders.

SHORE PROTECTION IN THE CITY OF QUINCY

In accordance with Chapter 485 of the Acts of 1946, the Port of Boston Authority was authorized and directed to construct shore protection on the easterly shore of Great Hill, Hough's Neck, and the other on the southerly and westerly shores of the Germantown section of Quincy. For said purposes, the Authority may expend sums not exceeding in the aggregate \$80,000.00, of which amount one-half shall be paid by the Commonwealth and one-half be contributed by the City of Quincy.

The Engineering Division of the Authority in October proceeded with making a land survey of the easterly shore of Great Hill in Hough's Neck. It is contemplated that contract plans and specifications will be completed during the winter and the project advertised for bidders in the early spring of 1947, pending contribution of funds by the City of Quincy in accordance with the Act.

LEASES, LICENSES AND PERMITS

During the year to November 30, 1946, nineteen (19) licenses were granted by the Port of Boston Authority for work to be done in tidewaters of Boston Harbor under the jurisdiction of the Authority, and twenty-three (23) permits for miscellaneous purposes were also granted.

The Engineering Division cooperated with the Department of Public Works Waterways Division in transferring all records on licenses, leases and permits previously issued by the Department of Public Works in the area now under the jurisdiction of the Authority. In addition, the Engineering Division has begun the inspection of structures granted under license held over for checking by the Department of Public Works.

The first part of the paper discusses the importance of the study and the objectives of the research. It also outlines the methodology used in the study and the results obtained. The second part of the paper discusses the implications of the study and the conclusions drawn from the research. The third part of the paper discusses the limitations of the study and the areas for future research. The fourth part of the paper discusses the significance of the study and the contributions it makes to the field. The fifth part of the paper discusses the practical applications of the study and the recommendations made for practice. The sixth part of the paper discusses the ethical considerations of the study and the measures taken to ensure ethical standards. The seventh part of the paper discusses the funding of the study and the acknowledgments made to the funders. The eighth part of the paper discusses the distribution of the study and the availability of the data. The ninth part of the paper discusses the copyright of the study and the permissions granted. The tenth part of the paper discusses the contact information of the author and the ways in which the study can be accessed.

LEASES GRANTED BY THE PORT OF
BOSTON AUTHORITY

E Street Stores

On the 21st of November, 1945 the Port of Boston Authority granted to C. Pappas Company, a Massachusetts corporation a lease for a term of 10 years at a rental of \$14,000 per year, to operate the E Street Stores. C. Pappas Company are an importing and exporting company. They are to keep and maintain the property at their own expense and they carry fire insurance of \$250,000 on the property made payable to the Commonwealth of Massachusetts and C. Pappas Company.

United States Department of the Interior, Fish and Wildlife Service

On the 13th of July the Port of Boston Authority leased to the above 1,314 square feet of office space (two rooms) located on the mezzanine floor on east side, Commonwealth Pier 5 at a rental of \$600.00 per year to expire June, 1952.

Myron Kaufman

On March 28, 1946 the Port of Boston Authority leased to Myron Kaufman, representing the Hub Uniform Company, a parcel of land on Summer Street at a rental of \$3,600. per year for a term of 5 years to be used as a plant to manufacture and sell clothing.

United States Navy

COMMONWEALTH PIER #1, EAST BOSTON. During the year the U. S. Navy Department has continued to use this pier under the

terms of the lease of July 1, 1945.

The U. S. Navy continues to occupy the three areas of upland flats and navigable waters adjacent to the U. S. Naval Dry Dock provided by Chapter 535 of the Acts of 1941, and also the extension of Northern Avenue provided by Chapter 492 of the Acts of 1941.

LICENSES ISSUED BY THE PORT OF
BOSTON AUTHORITY

- 12/17/45 License No. 1 granted to the Boston Elevated Railway to replace piles under wharf at Lincoln Power Station in and over the tidewaters of Boston Harbor.
- 12/28/45 License No. 2 granted to the City of Boston to rebuild Meridian Street Bridge over the Chelsea River, connecting Boston and Chelsea.
- 3/5/46 License No. 3 granted to the Port Norfolk Yacht Club to construct a pile and timber structure in and over the tide-waters of the Neponset River.
- 1/8/46 License No. 4 granted to the American Oil Company of Chelsea to make repairs to eight dolphins in and over the Tide-waters of the Chelsea River on their property.
- 9/24/46 License No. 5 granted to Hans C. Hansen of Hingham to erect a wooden pier suitably framed and timbered and a float in and over the waters of Hingham Harbor.
- 1/29/46 License No. 7 granted to Cities Service Oil Company of Braintree to maintain a timber pile pier structure for an auxiliary barge deck in and over the tide-waters of Weymouth Fore River.
- 3/20/46 License No. 9 granted to the Boston and Albany Railroad to construct pile foundations to support Gentry cranes at its Pier 5 in East Boston.

- 3/28/46 License No. 10 granted to the New England Telephone and Telegraph Company for permission to maintain and operate two armored submarine telephone cables as now laid, under the tide-waters of Reserve Channel, at the downstream side of Summer Street Bridge in the South Boston district.
- 5/1/46 License No. 11 granted to the Cities Service Oil Company of Braintree to dredge an area in the tide-waters of Weymouth Fore River in the Town of Braintree to the several depths indicated on Plan No. 11.
- 4/29/46 License No. 12 granted to the Boston Elevated Railway Company to lay and maintain four submarine cables in Chelsea Creek.
- 7/1/46 License No. 13 granted to the Union Oil Products Company of Boston to construct a wooden pier in the tide-waters of Chelsea River, Revere.
- 5/1/46 License No. 14 granted to the Veterans of Foreign Wars of Boston to drive pile dolphins (two groups of six each) and a cat walk on piles up stream of alongside L Street Bridge in the Reserve Channel to be used as an anchorage.
- 7/23/46 License No. 16 granted to the Cities Service Oil Company of Braintree to build and maintain a timber and pile pier for a barge dock in and over the tide-waters of Weymouth Fore River and a timber and pile pier for a barge dock.

- 9/4/46 License No. 17 granted to the Atlantic Lobster House, Inc., of Charlestown to construct a wharf on the east side of Warren Avenue Bridge on its own property.
- 9/4/46 License No. 18 granted to John J. O'Connell and Elizabeth H. O'Connell to re-construct an old seawall on their property.
- 10/10/46 License No. 19 granted to the Atlantic Lobster House, Inc., to construct and build an addition to the approved pile and timber structure constructed under License No. 17.
- 10/15/46 License No. 20 granted to the Boston Elevated Railway to dump snow and ice into the tidewaters of Boston Harbor in the cities of Boston, Cambridge and Chelsea.
- 10/29/46 License No. 21 granted to the City of Boston to dump snow and ice into the tide-waters of Boston Harbor during the Winter of 1946-1947.
- 11/26/46 License No. 23 granted to Hartol Terminal Corporation to construct and maintain one 24 pile mooring platform and two mooring dolphins of 21 piles each in the tide-waters of the Chelsea River on its property.

PERMITS GRANTED BY THE PORT OF BOSTON
AUTHORITY

- 12/28/45 Permit No. A-2 granted to the Boston Edison Company of Boston to replace a 17 pile dolphin with a 24 pile dolphin and install two seven pile dolphins on their property in the Reserve Channel, Boston.
- 12/28/45 Permit A-3 granted to Simms Brothers to dredge a berth and approach channel 300 feet long, 30 feet wide, on the bottom, to a depth of 6 feet M.L.W. on their property at 242-260 Freeport Street, Dorchester.
- 12/28/45 Permit A-4 granted E. L. Morse & Company to redredge their berth in the Little Mystic River in Charlestown making nine feet at M.L.W. for an approximate length of 240 feet.
- 12/28/45 Permit A-5 granted Charles L. Hazelton & Son to redredge their berth to a depth of 10 feet at M.L.W., approximate length of berth 115 feet, mean width on bottom 50 feet.
- 12/28/45 Permit A-6 granted to the Boston Consolidated Gas Company to dredge an area approximately 10 feet wide on either side of the intake and out 20 feet in front for a length of 30 feet, making 10 feet at M.L.W., at their plant located in the Mystic River in Everett.
- 1/8/46 Permit A-7 granted W. J. Dunn Company to use and occupy a section 149.5 feet long X 60 feet in width, at the northerly end of the Viaduct at a rental of \$840.00 per year.

- 1/8/46 Permit A-9 granted to W. J. Dunn Company permitting them to use and occupy a section 75 feet long X 60 feet in width of the garage under the Viaduct at a rental of \$450.00 per year.
- 1/1/46 Permit A-10 granted Oelrichs Warehouse and Trucking Company to occupy a section of the garage under the Viaduct comprising an area about 105 feet long X 60 feet wide for the purpose of a garage. Rent is to be \$720.00 per year.
- 1/31/46 Permit A-11 granting Frank Belinowiz to use and occupy a rectangular lot of land between the Viaduct and the land leased to the Boston Fish Market Corporation 30 feet X 43 feet at a rental of \$360.00 per year.
- 1/1/46 Permit A-12 granting the New England Steel Tank Company to use and occupy the brick boiler house formerly used as a heating plant for the D and E Street Warehouses, South Boston, together with the area of land adjoining the boiler house at a rental of \$900.00 per year.
- 12/26/46 Permit A-14 Thomas T. Parker Inc., permitting him to use and occupy a certain parcel of land including Grasselli Wharf with the building thereon, situated in South Boston, containing 134,000 square feet at a rental of \$3,000.00 per year.
- 5/21/46 Permit A-16 granted to Eben C. Morrison Jr., and David C. Russell, Jr., permission to use and occupy 325 feet on

B Street with a depth of 125 feet and a small building 30' X 30' to be used as a gasoline station at a rental of \$1,200.00 per year.

- 3/26/46 Permit A-17 granted to the New England Telephone and Telegraph Company to operate and maintain one manhole and an underground conduit with its cables and wires therein within the area known as Charles River Avenue, Boston, as indicated on plan No. 1-67 dated 11/9/45 A-17.
- 5/7/46 Permit A-18 granted to Thomas E. Welby to use and occupy a parcel of land situated on the southerly side of Northern Avenue at a rental of \$1,680.00 per year.
- 5/15/46 Permit granted to J. Spina No. A-19, to occupy a rectangular lot of land having a frontage of 25 feet on Summer Street and a depth of 12 feet on the northerly side of Summer Street at a rental of \$300.00 per year.
- 5/21/46 Permit A-20 granted to the Consumer's Terminal Market to use and occupy a rectangular lot of land having a frontage of 300' on C Street and a depth of 80 feet back from C Street and a brick building at a rental of \$1,440.00 per year.
- 6/4/46 Permit A-21 granted to Eastern Gas and Fuel Associates a permit to dredge a berth at their wharf at Island End River.
- 6/4/46 Permit A-22 granted to Monsanto Chemical Company permitting them to dredge a berth at their plant in the Mystic River

for an approximate length of 540' making 26' or 27' at M.L.W.
for a mean width of approximately 100'.

- 9/4/46 Permit A-8 granted Joseph Burnett Company to dump approximately 200 yards of cinder filling on the land of the Commonwealth on the westerly side of Fargo Street.
- 10/1/46 Permit A-23 granted the State Fuel Company to dredge its berth to a depth of 29' at M.L.W. for an approximate length of 430' and 100' wide in Chelsea Creek.
- 10/14/46 Permit A-25 granting the New York Central System permission to dump clean snow from the platforms of Piers 2, 3, 4, and 5, East Boston in the Tidewaters of Boston Harbor.
- 10/14/46 Permit 25-a granted to J. Coyle to use and occupy a rectangular lot of land easterly of the Viaduct, South Boston, having a frontage of 40 feet on the southerly side of Northern Avenue and a depth of 50 feet adjacent to and westerly of the land leased to the Boston Fish Market Corporation at a rental of \$360.00 per year.
- 11/9/46 Permit A-28 granted to the Boston and Maine Railroad to dump clean snow into the tidewaters of Boston, Cambridge, Somerville and Everett.

PROBLEMS - There were three major problems which confronted the Authority as it took over the task of restoring the Port of Boston to the leading position it once held among the seaports of the United States.

The first of these was an administrative problem. This, as is shown in this report, has largely been solved. The Port of Boston Authority provides something which the overall requirements of the Port lacked for many years, a body with complete management power over the Port, with an organization sizeable enough and so geared to the needs of the Port as to carry out the essential functions of a Port Authority.

The second and third problems are physical and economic. They are intertwined with the first, are equally important, and, to some degree, the solution of the first problem affects them.

It is rudimentary that a prosperous port creates new wealth and produces jobs and that New England, like the old England, engaged as it is with the conversion of raw materials into finished products, is dependent on low cost transportation.

The Port of Boston is faced with the fact that its physical layout, with inadequate and antiquated facilities, is a bottle neck to the free flow of commerce which is the life blood of the economic activity of New England. The Authority has recognized, since its inception, that the physical layout of the Port required extensive changes and it has proceeded as rapidly as possible to make them. When these more pressing needs are met, the Authority will proceed with construction projects only as definite commitments are made for their use.

HOOSAC - The Authority came to the conclusion that further study

should be made for a modern, efficient, waterfront facility at the site of Hoosac Tunnel Docks as the initial project in the construction program in Charlestown for the following reasons:

1. Hoosac Tunnel Docks are practically nonexistent except for a berth for loading grain.
2. Mystic Wharves are still usable although in poor condition.

A consulting engineering firm promptly proceeded to make proposed schemes of the facility for discussion. On December 31, 1945, various stevedores, trucking and steamship lines were requested to inspect and comment on the various schemes proposed. Conferences with representatives of the Foreign Commerce Club, steamship operators, Bridge and Ferry Division of the City of Boston, stevedoring companies, trucking companies, Boston and Maine Railroad and the New England Fire Insurance Rating Association were held during January and February, 1946.

As a result of these conferences with interested parties, the Authority was able to obtain definite data in regard to desirable features to be incorporated in the design of a modern and efficient waterfront structure for the best interests of the Commonwealth of Massachusetts and the Port of Boston.

In August, on its activation, the Engineering Division of the Authority took over the preparation of preliminary plans for the terminal from the consulting engineering firm of Fay, Spofford and Thorndike. Numerous meetings were held with the Boston and Maine Railroad on cost estimates and desired features of the proposed pier. In October, the Boston and Maine Railroad accepted the preliminary layout plans as prepared by the Authority,

and a meeting was held with the steamship companies, stevedore operators and trucking companies to obtain their comments on the proposed design.

Negotiations were completed for the acquisition of the site and a lease was signed with the Boston and Maine Railroad in the latter part of November. These submitted to the Executive Council for approval. The lease provides for an amortization of 60 per cent of the cost over a twenty-year period. It seems appropriate at this point to direct attention to the fact that the investments of the people of the Commonwealth in port projects are not similar to those made in roads or institutions for in addition to the sizeable monies spent by ships while in port for repairs, fuel, supplies and labor and beyond the savings to industry in reduced costs of transportation, there are direct returns to the investment from amortization rental, or wharfage and dockage charges.

MYSTIC DOCKS - Chapter 619, of the Acts of 1945, also transferred to the Authority from the Department of Public Works the right to construct and raise funds by bond issues, the total amount of \$4,700,000.00 for pier facilities on the property of the Boston and Maine Railroad, known as Mystic Wharves, Charlestown, under Provision of Chapter 714 of the Acts of 1941.

Before proceeding with the plans in compliance with the Act, the Authority decided that the proposed terminal at Hoosac should be completed first so that the Charlestown area will at no time be left without usable ocean terminal facilities.

OVERALL PLANS - Preliminary overall layout plans for complete development of the Port will be prepared in the near future in

order that negotiations may be entered into with prospective lessees as soon as possible. Offers indicate to the Authority that certain interests are prepared to take leases on piers.

In October the Engineering Division prepared tentative plans for the basis of design of a proposed waterfront facility at the site of Pier No. 4 of the N.Y., N.H. & Hartford Railroad Co. These plans are being used in securing a prospective lessee.

Any comprehensive plan for the modernization of the Port's facilities would call for acquisition by the Commonwealth of the New York Central System's Boston and Albany Railroad Docks in East Boston.

RETURN OF FACILITIES - At the very beginning of the Authority's activity it was felt because of the offerings of tonnage that speedy return of Federal facilities to commercial use was essential. The Authority accordingly met with responsible officers of both Army and Navy and was successful in securing the release of the Army Base and Commonwealth Pier by January, 1946. In June, the Authority successfully negotiated with the War Assets Corporation for the use of Castle Island. It now operates that property on an interim permit pending negotiations on the basis on which terms for permanent occupancy will be decided.

The early release of Commonwealth Pier afforded an opportunity for resumption of intercoastal services operated by the Luckenbach and American Hawaiian Lines, restoration of weekly services to Gulf Ports and regular service around the world by American President Lines.

Release of the Army Base for commercial operation insured to the Port early arrivals of wool, hides and other commodities urgently needed by New England Industry which is so largely dependent on the cheapest form of transportation, that is water transportation, via the Port of Boston.

The operation of Castle Island under the jurisdiction of the Authority has activated facilities for handling of cargoes of cotton, wool, and rubber; the loading of relief supplies for other countries which would have been diverted to other ports had this facility continued under military control.

Completion of this work of construction, together with the acquisition of the Federally-owned terminals will give the Port of Boston a nucleus of modern terminals facilities, from which it can expand to rank as one of the best equipped ports of the world, with its physical attributes on a par with its unrivalled natural advantages.

ECONOMIC DEVELOPMENT - Hand in hand with, and even preceding the physical development of a port, must go its economic development. Economic development of the Port is above all the prime consideration of the Authority. A port must grow with its business, and while to some extent facilities must be provided to permit business growth, in the final analysis funds for facilities should be expended only on sound economic justification.

The Authority in one of its earliest steps, and even before much of the necessary personnel was available began a program of promotion, solicitation and publicity to develop commerce through the Port. A Traffic Manager was appointed on November 27, 1945, and while at the outset few large projects

could be undertaken, a study of the requirements of the situation was made, plans were laid for future work and the necessary initial public contacts were established. Initial organization of the Division was completed in July 1946, when two solicitors, a rate clerk and a principal statistical clerk were detailed permanently.

Probably the most urgent problem confronting the Authority is the problem of "selling" the Port of Boston to shippers and receivers of waterborne freight. Prior to the formation of the Authority, there was no overall organized selling. While the transportation companies regularly solicited the movement of freight via Boston, with varying degrees of effectiveness, such solicitation was necessarily on narrow lines in the interest of a particular Transportation Agency and did not ensure adequate coverage of the Port's tributary territory. The objective of solicitation is, first, to secure for the port especially that cargo which is currently moving via other ports situated outside of Massachusetts, and second, to encourage the development of new cargo.

SOLICITATION - This is a task which requires considerable time and man-power, involving a door-to-door canvass of the multiplicity of industries which are engaged or may later engage in trade requiring waterborne transportation. The actual work of this canvass began on July 30, in Cambridge, and has been gradually extended to embrace the major industrial communities of the Commonwealth. The work will be extended outside of the State in 1947 and it is expected that at least the principal centres of the other New England States will have been covered before the first of February. In addition contacts have been established and will be further developed in Manchester, N.H.; Nashua, N.H.; Chicago, Ill.; Cleveland, O.; Detroit, Mich.; Montreal, Canada and New York.

Inasmuch as the territory tributary to the Port is regarded as extending at least to the Mississippi River, plans are being formed to push this direct solicitation to such points outside New England as cannot be reached by the New York, Washington and Chicago offices.

The prosecution of such a sales campaign is unspectacular, since it consists of a patient and systematic coverage of all the localities where waterborne cargo is produced or received. Effective freight solicitation depends a great measure on personal acquaintance between the solicitor and the shipper of freight and this acquaintance, once acquired, must be maintained by repeated contacts. Furthermore, port solicitation demands a special technique differing from ordinary freight solicitation. The approach and development of this type of solicitation require considerable tact and a great deal of persistence. Once established, it is remarkably effective.

To supplement direct solicitation, considerable attention has been given to civic clubs and similar organizations on the subject of the Port of Boston. Local Chambers of commerce which are focal points for commercial information can greatly assist in cargo solicitation. Particular attention is paid to the development of cooperative relations with such bodies. The Authority is in turn able to assist these organizations in obtaining the specific or technical information concerning port facilities which they frequently require. The Chambers of Commerce of Boston, Cambridge, Springfield, Salem and Worcester have been helpful in their relations with the personnel of the Authority.

COOPERATIVE PROGRAM - Pending full development of the Authority's

field forces a program was developed in May to make use of railroad soliciting forces located in the Middle West. Information concerning cargo movements is passed to the foreign departments of the three railroads serving the Port who in turn instruct their Western representatives to interview the shipper or receiver, as the case may be, and endeavor to secure routing via the Port. Being in a position to oversee Port Commerce as a whole, the Authority has been able to obtain and evaluate facts not available to the railroad forces and thus furnish leads resulting in new Port traffic. The railroads have been given every cooperation in following these leads and there are indications that this method of cooperative solicitation will become highly productive.

A similar cooperative scheme, differing only in details, is used with the steamship companies. Contacts are also maintained with highway truck operators, but inasmuch as highway traffic as a whole tends to move in relatively small lots and for relatively short distances, cooperative solicitation has not yet been worked out on any large scale. Highway transportation is, nevertheless, extremely important to the proper functioning of the Port and of all types of carriers the truck operators are probably the most "port-minded". Cooperative relations with these operators will be further worked out. Carrying out of this program requires the employment of additional experienced personnel. At the outset a third freight solicitor must be added to the existing force and authority to establish this position is requested in the 1947 budget.

It is at present too early to appraise the overall results of the solicitation program. World trade conditions are still in an unsettled state and regular steamship services are not yet fully restored. A series of strikes involving the shipping industry

either checked or stopped wholly the movement of waterborne cargo for some eight weeks subsequent to September 1. Solicitation, for these reasons, was largely missionary work and its results usually cannot be directly identified. The Authority, furthermore, is reluctant to claim sole credit for promoting new traffic since in the movement of a given lot of traffic many agencies are concerned.

RATES - Rate problems are increasing in number and complexity with the restoration of commercial activity. The Traffic Division must constantly scrutinize proposals of the several transportation agencies to change rates and practices in order to make sure that the Port of Boston is maintained rate-wise on a parity with its competitors. It must be prepared to initiate changes and persuade the carriers to adopt them when such changes are necessary for the continued prosperity of the Port. It must further be prepared to conduct rate cases before Federal regulatory bodies. All these duties demand a competent and well-equipped rate department. Authority to employ a second rate clerk has been requested in the 1947 budget.

Under the provisions of Section 1, Chapter 91-A, of the General Laws, it is asserted that "the Authority shall from time to time investigate any and all matters relating to the Port of Boston, particularly with reference to....rates, rules, regulations and practises". The Authority is further authorized to appear and conduct cases before appropriate regulatory tribunals. In accordance with these mandates, the Authority has carried out constant scrutiny of proposed changes in rates and rules, expressing its opinion when changes appear improper.

During the past year it was not necessary to bring any complaints before Federal Regulatory Bodies, and as a matter of

policy, the Authority believes that such action should be taken only as a last resort.

ADJUSTMENTS - It has been customary for the railroads to maintain the Port of Boston on a parity with the Port of New York with respect to import and export freight rates, with certain necessary exceptions. During the war, a number of rates inevitably fell out of adjustment. One of the first tasks of the Traffic Division of the Authority was to study the rate situation in order to discover wherein the Port of Boston had been placed at an unwarranted rate disadvantage, and to take steps for correction. The rail carriers have extended their full cooperation. Examples of rate corrections, to place the Port of Boston on customary parity with New York are:

Import China Clay to Trunk Line territory

Import China Clay to Rockport, Indiana

Import Horsehair to Burlington, Vermont

Import Wool to Gloversville, N.Y., and to Jamestown
and Falconer, N. Y.

Export Lead Concentrates from Va. D'Or, Quebec

Export Tire Fabric from Quebec points.

In the matter of new rates the railroads serving the Ports of New York, Philadelphia, and Baltimore, acting through the Trunk Line Association, frequently propose reductions applicable to those ports. The Boston railroads are entitled to corresponding reduced rates, and it is the practice of the Authority to call such instances to the attention of the appropriate Boston railroad, in order that Boston interests may be properly protected.

The present basis of rates between North Atlantic ports and Central Freight Association territory places Boston and New York on a parity, with Philadelphia generally lower by a differential of 2¢ and Baltimore by a differential of 3¢. The 11% increase in rail

freight rates, effective July 1st, disturbed this relationship by increasing the differentials by about 1¢ each and conferring unjustified advantages on Philadelphia and Baltimore. There has been general agreement that the rail rate increases as a whole were justified, but it was believed that this increase could be carried out without destructive impact upon the port situation. The Traffic Division of the Authority acting with the North Atlantic Ports Conference, assisted in drafting a telegram to the Interstate Commerce Commission, requesting the suspension of the increases until the authorized differential relationships has been restored. While the Commission denied the request for suspension, it directed the carriers to make at once the necessary corrections. The Division also protested directly to the New England Freight Association and received written assurance that the changes would be carried out as promptly as possible.

DIFFERENTIALS - In dealing with the subject of port differentials, the Division has endeavored to seek the restoration of the former port relationships as a matter of expediency but without conceding that it accepts the establishment of differentials as proper. The whole differential situation is very troublesome, resulting from the fact that rail rates between the ports and the hinterland reflect to some extent differences in rail distances, while the ocean rates are maintained the same to all ports regardless of ocean distances. This confers special advantages on those ports which enjoy shorter rail hauls to central territory but denies the northern ports the benefits of the shorter voyages to and from Europe and other foreign regions. A remedy is not immediately apparent. The Interstate Commerce Commission has upheld the railroad rate adjustment and no further relief may be expected from that quarter.

In the early part of the year, the Maritime Commission brought complaint before the Interstate Commerce Commission alleging that freight rates maintained by the railroads in competition with the domestic water carriers were unjustly and unreasonably low and their continued existence was preventing the restoration of coast-wise and intercoastal steamship services. Steamship rates must be lower than rail rates in order to provide an inducement for traffic, and it was alleged that the unduly low rail rates imposed a ceiling upon steamship rates and prevented the steamship companies from placing their own rates at a remunerative level. The Maritime Commission requested an investigation of the rail rate situation to determine what rail rate should be increased to encourage the resumption of privately operated steamship services. At least 30% of the rail rates complained of, affect New England business in some degree.

The Authority cooperated with the Maritime Commission in assembling statistical data relative to the importance of these domestic water services to New England industry in general and to the Port of Boston in particular.

DOMESTIC SERVICES - The domestic steamship trades have always formed a large part of Boston's port commerce and the early resumption of these services is a matter of importance. The Authority is, therefore, much concerned with any steps which may be taken to bring this about. At the same time, it must be recognized that the assailed rail rates are in many instances necessary for the continued prosperity of New England industry and any upward revisions of these rates might have undesirable consequences. The Authority is carefully watching the progress of the entire case in order to

determine whether any action will be necessary to protect Boston Port interests.

LOCAL INVESTMENT - The Authority is making every effort to encourage local capital to undertake investment in a line or lines having Boston as their terminal thus insuring the Port continuous and dependable export and import services.

In this connection when a reliable local company petitioned the Maritime Commission for the purchase of four C-3's, fast, modern cargo ships, the Authority communicated with and appeared before the Commission in support of the petition. The Maritime Commission allocated these ships to the Boston company and accordingly regular and dependable service between the East Coast of South America and the Port of Boston will commence in early 1947.

SERVICES - The Authority is engaged in publicizing existing services and soliciting cargo for them not only in New England but throughout the United States and Canada. Experience has indicated that where Boston offers competition, Boston can secure business. To further this promotional activity the Authority has established offices in New York, Washington and in Chicago.

Although the Authority was encouraged throughout the year by the resumption of many war halted steamship services, some direct to and from Boston and some with Boston as a port of call, a major obstacle in its path remained at year's end in the failure of many lines to resume once highly active coastwise services.

Major services resumed included:

- Regular service to Florida and Gulf Ports.
- Regular service between Rotterdam, Amsterdam and Boston.
- Regular service between London, Liverpool, Belfast and Boston.
- Regular service between Australia, New Zealand and Boston.

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Regular service between South American East Coast Ports and Boston.

Regular service between India, Colombia and Boston.

Regular service between South African Ports and Boston.

Regular service between Scandanavian Ports and Boston.

Regular service between the Near East and Boston.

Regular service around the World.

Others are expected to be resumed in early 1947, including some of the passenger services which made the Port, in pre-war years, the second largest passenger Port in the nation.

COASTWISE - There was, save for resumption of the Pan-Atlantic service to Florida and Gulf Ports in November, and an indication that the service between Boston and Savannah, Ga., may be resumed in the spring, little that was encouraging in the coastwise picture during the year. This is in marked contrast to 1939, when in the coastwise trade there was daily service to New York, semi-weekly service to Philadelphia, Baltimore, Norfolk, Savannah and Charleston, and four or five sailings weekly to the Gulf ports.

There are now but little more than a dozen ships engaged in coastwise trade along the entire Atlantic coast as compared with more than that number which engaged in operations out of Boston alone before the war. This situation affects all other ports and they, as well as the Port of Boston, have felt the loss of virtually all coastwise tonnage which in pre-war years was a highly important factor in port business. Coastwise ships were among the first taken over with the advent of war, and loss of many of them through enemy action and the present day prohibitive costs of replacing them with vessels suitable for coastwise operations, coupled with mounting costs of operations and low water competitive rail rates have restrained steamship companies from returning to this once profitable

1. The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that proper record-keeping is essential for the transparency and accountability of the organization. This section also outlines the various methods used to collect and analyze data, ensuring that the information is reliable and up-to-date.

2. The second part of the document focuses on the financial aspects of the organization. It provides a detailed overview of the budget, including the projected income and expenses for the upcoming year. This section also discusses the various financial risks and how they are being managed to ensure the organization's financial stability.

3. The third part of the document addresses the operational aspects of the organization. It describes the various processes and procedures that are in place to ensure the efficient and effective delivery of services. This section also discusses the various challenges that the organization is facing and how they are being addressed.

4. The fourth part of the document discusses the human resources of the organization. It provides a detailed overview of the current staff levels and the various roles and responsibilities of the different departments. This section also discusses the various training and development programs that are in place to ensure that the staff is equipped with the necessary skills and knowledge to perform their duties effectively.

5. The fifth part of the document discusses the legal and regulatory aspects of the organization. It provides a detailed overview of the various laws and regulations that the organization is subject to and how they are being complied with. This section also discusses the various legal risks and how they are being managed to ensure the organization's legal compliance.

6. The sixth part of the document discusses the environmental and social aspects of the organization. It provides a detailed overview of the various environmental and social issues that the organization is facing and how they are being addressed. This section also discusses the various initiatives that are in place to promote sustainability and social responsibility.

7. The seventh part of the document discusses the future of the organization. It provides a detailed overview of the various strategic goals and objectives that the organization is pursuing and how they are being implemented. This section also discusses the various challenges that the organization is facing and how they are being addressed to ensure the organization's long-term success.

field.

Information furnished by the Authority, in cooperation with the other boards of the American Association of Port Authorities, was used before the Interstate Commerce Commission in a hearing in November on the question of low water competitive rail rates as they affect coastwise cargo trade. The petition for change was brought by the Maritime Commission.

WHARFAGE CHARGE

With the return of Commonwealth Pier, the pre-war wharfage charge of 50¢ per ton on all freight was automatically restored. This charge proved unworkable because it was out of line with the charges applicable at other piers and put a penalty upon traffic both with respect to other Boston piers and with respect to competing ports, especially the Port of New York. There was definite evidence that business was avoiding Commonwealth Pier on this account and was even being diverted from this port.

After considerable study, it was decided that as a practical first step, the only solution was to set up a zone within which all freight would be wharfage-free. The zone boundary was set with regard to the competitive influence of the Ports of New York, Portland and Montreal, falling on the west along the line of the Connecticut River, and on the north along a line drawn from White River Junction, Vermont, to Portland, Maine. Long Island Sound formed the southern boundary.

The proposed charge was thoroughly discussed with transportation and commercial interests, who agreed that it represented the best practical arrangement under the circumstances. It was accordingly made effective on May 24, 1946. Experience will determine what further corrective measures can be expediently undertaken.

The free-time period for cargo at Commonwealth Pier was modified, effective November 23, 1946, to exclude Saturdays, as well as Sundays and holidays, in computing free time. This was the effect of extending the free period from five days to six. Although the railroads have announced that they cannot make a similar concession at their own piers, it is understood that the majority of the other terminal operators will follow the action of the Authority.

ST. LAWRENCE SEAWAY PROJECT

The Authority continued its opposition to the St. Lawrence Seaway Project and was represented at hearings in Washington by its Traffic Division, pointing out:

"The Port of Boston is definitely opposed to the construction of the St. Lawrence Seaway. The project, at the very least, would not benefit and at the very most would destroy the Port of Boston. The Authority further believes that the construction of the Seaway would be disastrous to our national economy and that it is justified in opposing the seaway on that ground alone, quite apart from any consideration of local interest."

LABOR - While waterfront labor in the Port is to be commended for its ability and integrity, nevertheless there is criticism in certain quarters that the Port of Boston is the only one along the Eastern seaboard in which there is no signed contract between labor and management setting forth in detail conditions of employment.

The Authority has long held the firm conviction that labor and management should enter into such a contract without delay and has recommended to both interested parties that they do so. Both have indicated their willingness to enter such an agreement and this action should eliminate some of the unjustified criticism of labor conditions in the Port.

Here it is appropriate to note that management has founded the Boston Shipping Association with a full-time manager who will meet with representatives of labor on important joint problems among which, it is expected, will be the ratification of a contract acceptable to both labor and management.

The Authority also is cognizant of criticism by some that costs of operation in this Port are higher than at other ports. It is therefore undertaking a study of this important matter and where this condition is found to be true, it will endeavor to correct it to maintain the competitive position of the Port.

A major problem this year, not only to the Port of Boston, but to every port in the United States, and one which had some affect even on foreign shipping has been the series of maritime strikes. With the exception of the longshoremen in the Port of Boston, who to their credit have not struck this year, virtually every maritime group engaged in a strike in 1946. For many weeks during the year, and notably during the months of September and October, some or all of the ships in the Port have been idle. This prolonged inactivity prevented a greatly increased movement of traffic through the Port.

EMBARGOS - Added to the effect of the maritime strikes in halting activity in the Port were three far-reaching embargos imposed during the year on the movement of all but the most essential types of rail freight from points of origin to port cities, the most recent of which occurred in early December and also halted rail movement of import cargo.

MARINE BORER INVESTIGATION, BOSTON HARBOR

In order to determine the condition and activity of the marine borer in the piling in Boston Harbor, the Port of Boston Authority has made arrangements with the New England Committee on Marine Piling Investigation to co-operate in maintaining and studying of six (6) test boards at Castle Island Terminal. Six test panels are removed each month and sent to the William F. Clapp Laboratories in Duxbury for examination and comparison. The results of the investigations are published periodically by the Committee.

SURVEYS

Real estate surveys have been conducted by the engineering division of Commonwealth lands in South Boston in regard to occupancy, condition of property and maintenance requirements. Hydrographic surveys were made for proposed mooring basin in Town River, Quincy; channel in Weymouth Fore River in Weymouth and Braintree, and channel and mooring basin in Quincy Bay, City of Quincy. Land surveys were made for repairs to the existing seawall at Stony Beach in Hull. A survey was made of the shore line under the jurisdiction of the Port of Boston Authority in regard to the necessary shore protection to be proposed in the future and to obtain data on the condition of existing sea walls.

PUBLICITY - Publicity and advertising is a major necessity to any Port, in order that its services may become known to shippers, manufacturers and prospective passengers in the tributary area. Since institution of a publicity campaign by the Authority, more than 300 releases of general, or purely local, interest have been sent out to further the interests of the Port.

The services of the Public Relations Division have been placed at the disposal of steamship lines to disseminate information on the resumption of sailings and on schedules.

A Port bulletin was established on August 1, and is sent monthly to a growing list of manufacturers, shippers, importers and exporters to acquaint them with the activities of the Port of Boston. A file of photographs has been compiled for the use of newspapers, magazines and for advertising displays.

Since requested funds were not appropriated for advertising, the Authority has been unable to conduct a campaign in newspapers of the Port area and in foreign publications.

The cooperation of newspapers and radio stations in the Port city and throughout New England has been excellent and has done much to further the interests of the Port.

VISITORS - Through the activity of the Authority, interest in the Port of Boston is far reaching as evidenced by inquiries being received from all parts of the world and visits to the Port by officials of ports in Australia, New South Wales, Great Britain, Germany, the Scandanavian countries, Canada and many other foreign and domestic ports.

PORT CONVENTION - The Port of Boston was host city in October to delegates from every major port in the United States and Canada, gathered here for the annual convention of the American Association of Port Authorities, an organization which acts in the interests of all North American ports. Members of the Authority and its division heads took part in discussions of port problems. Entertainment of the delegates was arranged by a committee of shipping men of the Port.

COUNSEL

Counsel engaged by the Authority rendered professional services in connection with the following matters in addition to participating in proceedings before the Interstate Commerce Commission, in North Atlantic Ports Conference activities and in acti-

vities in opposition to the St. Lawrence project hereinbefore outlined.

(1) The matter of advice with regard to the construction and scope of various provisions of the act establishing the Port of Boston Authority and defining its powers and duties, including advice with regard to the following particular subjects and numerous others: the meaning of the words "at the rate of" contained in Section 10 of said act; the authority of the Board to expend proceeds of bond issue authorized by said act for expenses in connection with the preparation of engineering plans and specifications, without the prior execution of a contract for lease as required; the meaning of the word "fireproof" in Section 3 of said act; the scope of the authority of the chairman of the Board; the power of the Authority under said act to employ an assistant director and a publicity director and to fix their salaries and the determination of their status under the civil service laws and regulations and the procedure to be followed in connection with expenses of employees of the Authority for travel and the submission of vouchers therefor;

(2) The matter of preparation, for submission to the General Court in 1946, of amendments to said act for the purposes of clarifying certain provisions thereof and the attendance at legislative hearings with respect to said amendments and with respect to proposed amendments of related statutes; the matter of the preparation, for submission to the General Court in 1947 of amendments for the purpose of clarifying certain provisions of said act and of authorizing the expenditure of the appropriation; of amendments to the act authorizing the acquisition of Mystic Wharves and of amendments to the General Laws to exempt properties in the administrative charge of the Authority from local taxation;

(3) The matter of advice with regard to the granting by the Authority under the provisions of said act of licenses or permits to use or occupy lands and facilities in the administrative charge of the Authority, including: the adoption of rules and regulations governing the filing of applications for such licenses or permits and the hearing thereof; the preparation, examination or revision of the following licenses or permits; the license to New England Telephone & Telegraph Company to maintain an underground conduit on Charles River Avenue, Boston; the license to Quincy Lumber Company to dredge in Town River, Quincy; the license to occupy part of Grasselli Wharf in Boston; the license to Cities Service Oil Company to construct a pier in Braintree; the permit to Consumers Terminal Market in C Street in Boston; the license to the Port Norfolk Yacht Club to occupy certain premises on Neponset River; the license to Hub Uniform Company to occupy certain premises in Commonwealth flats, Boston; the license to Boston Elevated Railway Company with respect to Lincoln Power Station; the license to Consumers Produce Company and the license to Terminal Operators to use and occupy Castle Island Terminal;

(4) The matter of advice with regard to wharfage charges assessed by the Commonwealth at Commonwealth pier under its tariff, with regard to the investigation proceedings before the Interstate Commerce Commission relating to water competitive rates and to alternate rates in East and South;

(5) The matter of attendance at meetings of the Board and participation thereat; the preparation of by-laws for adoption by the Board and preparation for submission to the Governor of the annual report of the Authority for the year 1945;

(6) The matter of the acquisition by the Authority of piers and pier facilities in the Port of Boston, including analysis

of the provisions of Chapter 714 of the Acts of 1941 relating to Mystic Wharves, so called, and advice with respect to the powers of the Authority thereunder; the acquisition from Boston and Maine Railroad under authority of the provisions of Chapter 619, of Hoosac Piers, so called, including the preparation of an Agreement to purchase said piers and to lease the same to Boston & Maine Railroad upon acquisition thereof, the preparation of a deed of said piers from said railroad to the Commonwealth and of a lease thereof from the Commonwealth to said railroad; the acquisition from the United States of America of a right to enter, occupy and operate Castle Island Terminal; and the acquisition from Boston & Albany Railroad Company and from New York, New Haven & Hartford Railroad Company of certain piers in the Port of Boston owned by each company.

(7) The matter of the preparation of, and advice with regard to, the lease by the Authority to C. Pappas Company, Inc. of E Street Warehouse; the contract with respect to the installation of a fumigating plant in said warehouse; the instrument of guarantee of performance of the obligations of the lessee under said lease and the lease by the Authority to Walworth Company of certain premises in Boston.

(8) Advice with regard to the following miscellaneous matters; the scope of the permit granted to Thomas E. Welby; the effect of the encroachment by an adjoining owner on land leased to Boston Fish Market; the use of the industrial track in Boston known as South Boston Industrial Track; the form of instrument of consent and release to be executed by owners of land adjoining sea wall proposed to be constructed; the offer of Stanley W. Ferguson, Inc. to buy certain lands in the administrative charge of the Authority; the offer of New York, New Haven and Hartford Railroad Company to grant the use of part of its piers in consideration of the reduction

of rent; the repair of the sea wall at Stony Beach, in Hull and the improvement of the breakwater in Hull and the contract therefor; the effect of customs regulations upon the temporary removal of wool from a bonded warehouse for the purpose of carding the same; the power of the Authority to subpoena witnesses under the laws of the Commonwealth in investigations of labor conditions on the waterfront and the contract for the repair and maintenance of elevators at Commonwealth Pier.

During the past year, this Authority has been represented by counsel before the Interstate Commerce Commission in connection with the proceedings entitled, respectively, Sheldon Pitney and Walter F. Gardner, Trustees of the Central Railroad Company of New Jersey v. The Akron, Canton & Youngstown Railroad Company et al (Docket No. 29162) and All Freight - Washington, D. C. and Virginia Cities (I & S Docket 5349). The former proceeding involves lighterage and carfloatage service in New York Harbor with which the Boston Port Authority, predecessor of this body, has been long concerned. This proceeding is still pending. The latter proceeding involved rail rates which, if becoming effective, might have seriously interfered with certain coastwise services. The rates were withdrawn and the proceeding has terminated.

During the past year this Authority has, through its counsel and traffic division, also been active in cooperating with other North Atlantic Ports through the North Atlantic Ports Conference in matters of common interest to these ports.

FUTURE OUTLOOK - The outlook for the immediate future promises an increase in the flow of imports. Receipts of general cargo for the first 10 months of 1946 averaged 69,535 tons per month. This should be exceeded in 1947 because of the growing number of ves-

sels operating in foreign trade.

The outlook for exports is less definite. Here there are three uncertain factors. The first is the productive capacity of the territory tributary to the Port. This has not reached its pre-war level. Until the domestic market can be fully supplied there will be little surplus to send to foreign customers. The second is the ability of foreign countries to absorb the same amount of our goods which they took in the past. The presence of an exportable surplus of goods will have little meaning unless our neighbors abroad are able to purchase it. The restoration of healthy world trade is thus important in the development of the Port. The third factor is the establishment of regular and direct steamship services to the markets of the world. The efforts of the Authority in this direction have been described elsewhere in this report. The best estimate for 1947 is that the export trade should slightly exceed the 1946 10-month average of 34,355 tons, depending partly on the ability of the Port to attract a flow of export grain.

GRAIN - Boston is definitely interested in the North Atlantic trade, for which grain is a vital item for so-called "bottom cargo". For some years the greater part of the grain moved through North Atlantic ports has come from Canada, moving from the grain fields via the Great Lakes to eastern Lake Erie ports or to Georgian Bay ports in Canada, thence coming by rail to the seaboard. Boston is well situated for this grain movement since it can be reached equally from Buffalo and from Georgian Bay. Only one other United States port has this advantage of two inland grain routes. This advantage must be developed because the ability to secure consignments of grain is a strong element in attracting regular steamship services. The proper maintenance and the efficient

operation of Boston's grain-handling facilities will do much to assure the development of the necessary export services.

Domestic trade, both coastwise and intercoastal, accounted in pre-war years for more than half of Boston's general cargo tonnage. The high cost of ship operation, the difficulty in securing vessels of the proper type and the competition of railroads and of truck lines have delayed the restoration of many services which existed before the war. The immediate outlook for large volumes of domestic general cargo tonnage is therefore not encouraging.

The long-range outlook is good. The return of stability to foreign trade will assist the orderly marketing of goods and will create a body of foreign business which should respond to properly directed and properly executed port solicitation. The presence of a volume of trade will encourage steamship lines to seek cargoes while the completion of the Authority's port improvement program will provide the cargo-handling facilities which the increased trade will demand. Although the domestic trade by water may never again reach its full pre-war proportions, the difficulties cited above are of a character which with time and effort can be overcome.

PROPOSED LEGISLATION The Authority, during 1946, conducted a careful study of the various laws under which it carries out its functions, and found that in some cases there is need of clarification and amendment to permit it to continue the physical rebuilding of the Port and development of the lands of the Commonwealth.

RECOMMENDATIONS

I. Relating to Chapter 619 of the Acts of 1945, establishing the Port of Boston Authority.

(a) The provisions of section 55 of chapter 6 of the

General Laws inserted by said chapter 619, did not expressly direct the Authority to fix the compensation of the executive, professional and expert personnel of the Authority, whose services and experience are indispensable to the successful administration of the Authority's functions. The General Court fully realized the necessity for personnel of wide experience in business and transportation by exempting such employees from civil service requirements. Express statutory authority to fix their compensation is desirable.

(b) The requirement contained in Section 4 of chapter 91A, inserted by said chapter 619, that piers to be constructed by the Authority pursuant to said Act be equipped with "fireproof" shade is ambiguous. If literally construed, it would be so stringent as to make it impracticable. It is suggested that the recommended amendment will eliminate ambiguity and will carry out what we believe to be the true legislative intent of the 1945 Act.

(c) The minimum requirements as to the rental required to be charged for properties acquired or constructed by the Authority with the proceeds of the bond issue authorized by section 10 of said chapter 619, severely handicap the Authority in its negotiations for agreements to lease such facilities. It is desirable therefore that such requirement be reduced or that the Authority be given discretion in fixing such rental in order to develop and utilize pier facilities in the Port of Boston to the fullest extent.

(d) The further requirement of said section 10 that "no construction shall be done" until the pier to be constructed has been leased to a responsible party virtually prevents new construction because of the probability that the cost of planning a new pier is part of the cost of constructing it, and as a practical matter it is, generally at least, impossible to lease

a facility which has not been planned. The recommended amendment clarifies this point.

(e) Section 10 of said chapter 619 authorizes the sale of bonds to an amount not exceeding in the aggregate \$15,000,000 but prohibits expenditures or commitments from the proceeds of said bond issue in excess of \$5,000,000 without further authorization by the general court. The Authority has already entered into an agreement of purchase and to construct pier facilities which it is contemplated will consume the greater part of the \$5,000,000 now available to it and therefore recommends that the general court authorize expenditures and commitments in excess of said \$5,000,000 for the purpose of acquiring and constructing piers which are necessary, economically sound and in the best interests of the Commonwealth.

II. Relating to the rights, powers and duties of the Port of Boston Authority pertaining to the Mystic Wharves in Boston.

(a) Chapter 714 of the Acts 1941 authorizes the acquisition of Mystic Wharves from the Boston & Maine Railroad and the construction of a new pier on the sites of Piers 46 and 47 thereof and authorizes the issue of bonds to the extent of \$4,700,000 for such purpose. Since 1941, costs have increased so greatly that said sum is inadequate for the purpose. As the law now stands none of the appropriation to the Authority authorized by section 10 of said chapter 619 may be used to accomplish the purposes set forth in said Chapter 714. That the acquisition and reconstruction of Mystic Wharves is necessary has been pointed out in the reports of the Boston Port Authority since 1939. It is requested therefore that express authority be given to the Authority to use not exceeding \$1,300,000 of the proceeds of the bond issue authorized by said section 10 of said Chapter 619 to supplement the proceeds of the \$4,700,000 bond issue authorized by said chapter 714 to ac-

comply the purposes of said Chapter 714.

(b) Under said chapter 714 the Authority is authorized to acquire said Mystic Wharves only by eminent domain under Chapter 80A of the General Laws. It is believed that it is possible that such Wharves may be acquired more advantageously by purchase or by the exercise of the power of eminent domain under chapter 79 of the General Laws and it is therefore recommended that said Chapter 714 be further amended so as to permit acquisition by any of such means.

(c) In view of the fact that the acquisition and reconstruction of Mystic Wharves will in all probability cost substantially more than was contemplated when said Chapter 714 was approved, it is recommended that the minimum rental therefor be adjusted accordingly.

III. Relating to exemption from local taxation of certain lands of the Commonwealth, known as Commonwealth Flats.

By reason of the exception made in clause 2 of section 5 of Chapter 59 of the General Laws, lands in Boston known as the Commonwealth Flats, if leased for business purposes, are subject to local taxation. Subjecting pier facilities in the administrative charge of the Authority which are located in one part of the Port of Boston to local taxation, while other piers in its charge located elsewhere in said Port are exempt from local taxation, prevents the Authority from advantageously leasing the facilities which are subject to local taxation because of the disadvantageous competitive position in which the lessee of such facilities finds himself and because the economics of the business of operating such facilities does not allow for high overhead charges.

* * * * *

The Authority has been encouraged during the year by resumption of many steamship services; by the co-operation shown it by His

Excellency, the Governor; the Executive Council; the members of the Great and General Court, and particularly the members of the Ways and Means Committees thereof; and by the ready assistance given it by civic organizations, railroads, steamship operators, labor groups and the various clubs interested in maritime affairs as it has pushed its programme for the physical rehabilitation of the Port and its campaign of solicitation.

The Authority feels that 1946 has been a year of substantial progress in which the groundwork has been laid for a bigger and busier Port of Boston, which in 1947 will see an increased flow of tonnage, improvement in facilities, and a substantial stride toward attaining again Boston's former position of maritime eminence.

PORT OF BOSTON AUTHORITY

James R. Nolen, Chairman

John J. DelMonte

L. U. Edgehill

John F. Fitzgerald

Gerald Henderson

December 31, 1946.

APPENDIX

AN ACT TO EXEMPT FROM LOCAL TAXATION CERTAIN LANDS OF THE COMMONWEALTH, KNOWN AS COMMONWEALTH FLATS.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same as follows:

SECTION 1. Clause second of section five of chapter fifty-nine of the General Laws, as appearing in the Tercentenary Edition, is hereby amended, by adding after the words "commonwealth flats" in line three thereof, the following "(other than Commonwealth Pier and other than any other piers and pier facilities in the administrative charge of the Port of Boston Authority)", so as to read as follows:

"Of the Commonwealth. - Second, Property of the Commonwealth, except real estate of which the Commonwealth is in possession under a mortgage for condition broken, lands in Boston known as the commonwealth flats (other than Commonwealth Pier and other than any other piers and pier facilities in the administrative charge of the Port of Boston Authority), if leased for business purposes, lands and flats lying below high water mark in Provincetown Harbor, belonging to the Commonwealth of Massachusetts and occupied by private persons by license of the department of Public Works, together with all wharves, piers and other structures which have been built thereon subsequent to the twenty-second day of May, nineteen hundred and twenty, and those which may hereafter be built on said lands and flats, in conformity with permits or licenses granted therfor by said department, which shall be taxed to the persons holding such permits or licenses, buildings erected by lessees under section twenty-six of chapter seventy-five, structures erected on land in state forests by persons occupying such land under authority conferred by the commissioner of conservation and property taxable under chapter five hundred and seventy-five of the acts of nineteen hundred and twenty.

AN ACT CLARIFYING AND FURTHER DEFINING CERTAIN POWERS OF THE
PORT OF BOSTON AUTHORITY

WHEREAS, The deferred operation of this act would tend to defeat its purpose, which is to perform with the utmost possible expedition certain work necessary for the improvement and development of the Port of Boston, therefore, this act is hereby declared to be an emergency law, necessary for the immediate preservation of the public convenience.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. Chapter six of the General Laws is hereby amended by striking out section fifty-five, inserted by section two of chapter six hundred and nineteen of the acts of nineteen hundred and forty-five, and inserting in place thereof the following:

SECTION 55. Said Authority shall have an office in the city of Boston and shall in addition to a director, employ, within the limits of the amount appropriated therefor, such experts, counsel, clerks, engineers, assistants and other employees as it may deem necessary, and, subject to appropriation, may incur such other expenses, including the expense for advertising and publicizing the port of Boston as it may deem necessary. The director, deputy directors, counsel, commerce counsel and such other persons employed by said Authority as it may determine to be experts, shall not be subject to chapter thirty-one and the rules made thereunder, and said Authority may fix their compensation as it shall deem necessary, notwithstanding any provision of law to the contrary.

SECTION 2. Section four of chapter 91A of the General Laws, inserted by section three of chapter six hundred and nineteen of the acts of nineteen hundred and forty-five, is hereby amended by striking out the words "fireproof sheds" and inserting in place thereof the following: "Sheds having walls, frames, floors and roofs of metal or other fire resistive materials", so as to read as follows:

SECTION 4. All piers and other similar structures built by the Authority or by any predecessor under similar provisions of earlier laws shall be equipped either by the Authority or by the lessees thereof, with sheds having wall, frames, floors and roofs of metal or other fire resistive materials, railway tracks, cranes, and other machinery and accommodations for the convenient, economical, and speedy loading and discharge of freight; and the Authority may acquire, hold, and operate such lighters and other vessels as may be convenient and, in the

opinion of the Authority, needed for that purpose. The Authority shall make such reasonable rules and regulations and shall charge such reasonable rates for the use of such structures and equipment as it may from time to time deem wise.

SECTION 3. Chapter six hundred and nineteen of the acts of nineteen hundred and forty-five is hereby amended by striking out section ten and inserting in place thereof the following section:

SECTION 10. Subject to conditions herein imposed, for the purpose of purchasing sites and pier locations and the construction thereon of pier facilities under authority of Chapter ninety-one A of the General Laws inserted therein by section three of this act, the state treasurer shall, upon request of the Authority and with approval of the governor and council, issue and seal at public or private sale bonds of the commonwealth, registered or with interest coupons attached, as he may deem best, to an amount to be specified by the Authority from time to time, but not exceeding, in the aggregate, the sum of fifteen million dollars. All bonds issued by the Commonwealth as aforesaid shall be designated on the face: - Boston Harbor Facilities Loan, 1945, and shall be on the serial payment plan for such maximum term of years, not exceeding twenty years, as the governor may recommend to the general court pursuant to section 3 of Article LXII of the Amendments to the Constitution of the Commonwealth, the maturities thereof to be so arranged that the amount payable each year, other than the final year shall be as nearly equal as in the opinion of the state treasurer is practicable; provided, that no construction, to be paid for from the proceeds of the bond issue hereby authorized, shall be done unless the Authority shall have first executed a written contract, approved by the governor, with a responsible party providing for the lease of said property for the period and upon the terms hereinafter provided, except that the expenses deemed necessary by the Authority for preliminary surveys, engineering and drafting of detailed plans and specifications for such construction may be paid for from the proceeds of said bond issue without the prior execution of a contract for the lease of said property and facilities. The minimum requirements of said lease shall be at the rate of two percentum per annum of the actual cost to the Commonwealth of the facilities included in the lease for a period not to exceed twenty years, and the contract may provide that at the expiration of the term of the lease it may at the option of the lessee, be renewed for a period of twenty years; provided, however, that no expenditure or commitment from the proceeds of said bond issue in excess of five million dollars shall be made without further authorization by the general court therefor.

SECTION 4. The Authority is hereby authorized to expend or commit from the proceeds of the bond issue authorized by section ten of chapter six hundred and nineteen of the acts of nineteen hundred and forty-five in excess of five million dollars, but not in excess of eight million seven hundred thousand dollars in excess of such five million dollars.

AN ACT CLARIFYING AND FURTHER DEFINING THE RIGHTS, POWERS
AND DUTIES OF THE PORT OF BOSTON AUTHORITY PERTAINING TO THE ACQUI-
SITION OF CERTAIN WATERFRONT PROPERTIES IN THE CITY OF BOSTON.

WHEREAS, The deferred operation of this act would tend to defeat its purpose, which is to make immediately operative the powers vested in the Port of Boston, therefore, this act is hereby declared to be an emergency law, necessary for the immediate preservation of the public convenience.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows: SECTION I. Chapter seven hundred and fourteen of the acts of nineteen hundred and forty-one is hereby amended by striking out section one and inserting in place thereof the following section:

Section 1. Subject to the conditions imposed in this section, the Port of Boston Authority, successor, by virtue of the provisions of section five of chapter six hundred and nineteen of the acts of nineteen hundred and forty-five, to the rights, powers and duties hereunder originally vested in the department of public works, for the purpose of improving the pier facilities in the Port of Boston, is hereby authorized to acquire by purchase or otherwise, or take by eminent domain under chapter seventy-nine or eighty A of the General Laws, property of the Boston and Maine Railroad being that portion of the property known as the Mystic Wharves lying easterly of Chelsea Street and now known and more particularly numbered as piers 46, 47, 48, 49 and 50 together with such lands on the westerly side of said Chelsea Street as may be necessary for the construction of a ramp or ramps, and other accessories, all to such extent as may be necessary to develop a waterfront terminal with highway and railroad connections on said property and may construct

a pier thereon substantially in the location of said piers 46 and 47, but extending a distance of not more than two hundred feet beyond any line limiting structures in tidewater heretofore established, not withstanding any other provisions of law, with sheds, tracks, roadways and appurtenances, and may dredge berths and approaches thereto and provide such other accessories as it may deem desirable; provided, that nothing shall be done under this act unless and until the department is satisfied that labor and materials are available for the performance of the work provided for by this act; and provided, further, that the Authority shall first have executed a written contract, approved by the governor and council, with some responsible party providing for the lease of said property for the period and upon the terms hereinafter provided, except that the expenses deemed necessary by the Authority for preliminary surveys, engineering and the drafting of detailed plans and specifications for developing the properties and facilities referred to herein may be incurred and paid from the proceeds of the bond issue hereinafter authorized, without the prior execution of such contract for lease. Said lease shall be for a term beginning on the date on which the property is acquired and ending on June thirtieth, nineteen hundred and sixty-three, shall provide for a basic rental of

dollars per annum for said term, shall provide that for the balance of the term after the date of the completion of said pier as determined by the Authority, the lessee shall pay to the Commonwealth an additional amount of dollars per annum, and shall provide that at the expiration of the term of the lease, provided that the lease is continued in full force and effect at all times during such term, it may at the option of the lessee be renewed for a further period of twenty years at a rental

of such amount per annum, not less than dollars,
as may be agreed upon by the Authority and the lessee, or, in case
of failure so to agree, as may be determined by three arbitrators,
one to be named by the Authority, one by the lessee, and the third
to be selected by the two so chosen. Said lease shall further be
subject to such provisions and conditions as may be agreed upon by
the Authority and the lessee. The cost of acquiring and developing
such property with the facilities hereinbefore specified shall not
exceed six million dollars.

SECTION 2. Chapter seven hundred and fourteen of the acts of nineteen hundred and forty-one is hereby further amended by striking out section two and inserting in place thereof the following:

SECTION 2. To meet the expenditures necessary in carrying out the provisions of this act, the state treasurer shall upon request of the Authority issue and sell at public or private sale bonds of the commonwealth, registered or with interest coupons attached, as he may deem best, to an amount to be specified by the Authority from time to time but not exceeding, in the aggregate, the sum of four million seven hundred thousand dollars. All bonds issued by the commonwealth as foresaid shall be designated on their face "BOSTON HARBOR TERMINAL FACILITIES LOAN, 1941" and shall be on the serial payment plan for such maximum term of years, not exceeding five years, as the governor may recommend to the general court pursuant to section three of Article LXII of the Amendments to the Constitution of the commonwealth, the maturities thereof to be so arranged that the amount payable each year other than the final year shall be as nearly equal as in the opinion of the state treasurer it is practicable to make them. Said bonds shall bear interest semi-annually at such rate as the state treasurer, with the approval of the governor, shall fix.

